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This booklet discusses three Federal programs for the continuing education of adults: Adult Basic Education; Community Service and Continuing Education; and Civil Defense Education. Initiated through the Economic Opportunity Act of 1964, Adult Basic Education began operation in 1965, financed by the Office of Economic Opportunity and administered by the Office of Education. In 1966 the Office of Education assumed full responsibility for its program, which provides reading, writing and arithmetic classes for undereducated adults. The Community Service and Continuing Education program, begun under Title 1 of the Higher Education Act of1965, is designed to strengthen the university's commitment to its community; it applies the academic expertise and resources of institutions of higher education to the solution of community problems. Civil Defense Adult Education is a joint Federal-State enterprise entirely financed by the Federal Government. The program provides for three separate courses: (Personal and Family Survival; Shelter Management Training; and Radiological Monitoring) plus a program of advice and guidance to local school systems. (se)

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U.S. DEPARTMENT OF HEALTH, EDUCATION & WELFARE
OFFICE OF EDUCATION

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A LIFETIME OF LEARNING

Adult Basic Education
Community Service and Continuing Education
Civil Defense Education

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A LIFETIME OF LEARNING

Adult Basic Education

Community Service and Continuing Education

Civil Defense Education

U.S. DEPARTMENT OF HEALTH, EDUCATION, AND WELFARE
Office of Education

Robert H. Finch, Secretary

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FOREWORD

No person, however literate or formally educated, ever escapes from the need to learn, the need to grow, and the need to keep up with the exploding quantity of knowledge in every field. An individual citizen's economic stability, personal fulfillment, and social responsibility are enhanced by ready access to educational resources.

The Office of Education, through its Division of Adult Education Programs, administers three different and distinct programs which give adults the opportunity to learn: Adult Basic Education which provides reading, writing, and computing classes for undereducated adults, the Community Service and Continuing Education Program which applies the academic expertise and resources of institutions of higher education to the solution of community problems, and the Civil Defense Education program which provides Americans with information and instruction concerning personal and community survival.

This Division has a monumental task. Its work is of primary importance to our free Nation. When this Nation was formed, it was decided that each person must be educated, not only for his personal development, but for the national welfare. Our founding fathers established the principle that the power to govern rested with those governed, and that those who govern must be educated so that their decisions will be wise ones.

Paul V. Delker
Director, Division of Adult Education Programs

Grant Venn
Associate Commissioner for Adult, Vocational, and Library Programs

A LIFETIME OF LEARNING:

Three Federal Programs for the Continuing Education of Adults

There was a time when education was popularly thought of as coming to an abrupt end.

For a while, the eighth grade was the end. Then the 12th grade. Then, for a lot of people, 4 years of college capped by a bachelor's degree was considered an acceptable conclusion to formal schooling. In recent years, even this position has been threatened by the stampede to postgraduate work and advanced degrees.

All of which has led Americans to recognize a fact that should have been obvious from the first: education never ends. It continues for as long as an individual lives.

Continuing education is often a haphazard affair, producing an unsorted collection of skills, attitudes, and ideas learned at work, picked up from family and friends, read in the newspapers, seen on television, or pursued unsystematically in some self-designed study program. But self-education has its limitations and, as Benjamin Franklin recognized, its occasional dangers: "A self-made man hath a fool for a master."

For the world in which we live, most random attempts to educate oneself are inadequate. Few adults can successfully pick their way through the maze of facts and opinions to a learning objective, whether it be to speak English, write a simple sentence, fix a power mower, stimulate community participation in the democratic process, or make effective use of the "new knowledge" which is developing at a prodigious rate in the sciences and professions.

In consequence, Americans are turning in massive numbers to systematically organized programs of adult education. Possibly 25 million men and women in this country participate today in various kinds of formal programs designed to help them explore areas of knowledge ranging from the practical to the abstract. They do so because they recognize that today's social, economic, and cultural trends clearly dictate the need for continuing education. Any individual who wants to participate fully in the life of his community and to grow in his occupation must absorb a striking array of information to guard himself against personal obsolescence. The "knowledge explosion" presents dazzling opportunities for

individual development—but only to those prepared to take advantage of them. And the country's continued social and political progress requires an increasingly sophisticated understanding of issues and events by each citizen.

Adult education (or continuing education; the terms are coming to be synonymous) can bring an extra measure of hope and pride to the disadvantaged adult, deprived during youth of the opportunity or inclination to learn such fundamental skills as reading and writing.

Adult education can mean further advancement for the professional man whose knowledge and skills are steadily being made obsolete by the newest thinking and the most recent literature.

And for all Americans, whatever their level of learning or area of interest, adult education can bring freedom from ignorance and unfounded attitudes; it can enhance values, leading those interested in such a quest to a more complete development of their potential for a satisfying personal and occupational life.

There is no time at which to "end" education. There is no point in a person's life when he has accumulated all the knowledge he wants or can use. The educational process goes on. A general recognition of this fact, together with a remarkable response by public and private organizations, has made adult education one of the *fastest growing segments of American education.*

Beginning with the Agricultural Extension Service and the Works Progress Administration of the 1930's, the Federal Government has played an important part in the growth of adult education. Today more than two dozen federally funded adult education programs are in operation, benefiting hundreds of thousands of Americans. Outlined on the following pages are three such programs administered by the U.S. Office of Education: Adult Basic Education, Community Service and Continuing Education, and Civil Defense Education.

The content and objectives of these programs differ, and each has distinctive methods of operation. Yet these continuing education efforts are linked by more than a Federal organization chart, for—in contrast to most Office of Education programs, which are for the young—these programs all concern adults. Whatever their differences in target populations and operating methods, these three programs have one common goal: the development of human talent—the key to the survival and growth of a free society.

ADULT BASIC EDUCATION

The note was written in pencil on ruled paper. The letters were large and rounded, and ran downhill like a child's:

April 1, 1968

I would like to thank everyone in the Adult Basic Education programs for helping me to learn to read, write and work arithmetic better. I hope more people who can't read and write will hear about the program and start to school.

and we have a good teacher.

Portia Cobbs
Little Rock, Arkansas

Mrs. Cobbs came to the Arkansas Adult Basic Education program out of the wilderness of the EDP—the Educationally Deprived Population—the sociologists' term for a tragically large number of American adults. Some place their number as high as 24 million, 13 percent of all Americans, 21 percent of those over age 18.

Few of these adults have as many as 8 years of schooling; some have never seen the inside of a school. Millions of them can neither read nor write, and virtually all are what is called "functionally illiterate"—unable to hold a decent job, unable to support themselves and their families, unable to lead lives of dignity and pride. EDP's go on welfare instead, fill charity wards, go hungry.

But for Mrs. Cobbs and thousands like her across the country, things are changing for the better. They are getting a good chance to escape to a better life. They are able to write their names and read what they have written. They are beginning to sample as adults—many in their 40's and 50's—a few of the benefits of the democracy that their fellow Americans have taken for granted since childhood.

The reason for the change is Adult Basic Education, offered without charge through the cooperation of local, State, and Federal governments.

Beginnings

ABE came into being with the Economic Opportunity Act of 1964, foundation legislation of the war on poverty. The program began operation in 1965, financed by the Office of Economic Opportunity and administered by the Office of Education. The

Adult Education Act of 1966 shifted full responsibility for the program to the Office of Education.

ABE is primarily a State grant program. Plans developed by the State education agency in cooperation with local school systems are approved by the Office of Education. The State program may include the improvement of technical and supervisory services, demonstration projects, teacher training, and research in addition to the basic instructional program. The State must provide 10 percent of the cost of the program, and retains total responsibility for planning, administration, supervision, teacher training, curriculum development, evaluation, and fiscal accounting.

The Adult Education Act also authorizes the Office of Education to work directly in some cases with schools, colleges and universities, and public and private nonprofit organizations to develop new teacher-training techniques and to design special experimental and demonstration projects aimed at improving the quality of adult basic education. This federally administered share of ABE is about one-fifth the size of the State-run program.

Programs in Operation

Adult basic education can take place almost anywhere. The principal concern is not with the traditional forms and places of education (which may bring back memories of old failures to the adult), but to bring education to the people wherever they are—in homes, churches, union halls, hospitals, prisons. Formal adult learning centers have been established in school buildings in a number of areas, but many basic education classes are conducted in open-air settings of migrant labor camps and Indian reservations.

Subject matter usually has to do with occupational, social, or family activities, Reading, writing, and speaking English, arithmetic, and other fundamentals come first, followed by practical instruction in such down-to-earth matters as "answering an advertisement by telephone," "using the classified telephone directory for job leads," and "making out an application blank." The curriculum may include such subjects as consumer education, home and family life, and others necessary to carrying out adult responsibilities. Television and radio are used as instructional aids; in one case, a traveling language laboratory is bringing advanced instructional techniques to Spanish and American Indian settlements where English is unknown.

ABE students are as ethnically varied as America itself—white, black, Oriental, Mexican-American, American Indian, Puerto Rican. More are married than not, and nearly half are the heads of families or the main wage-earners . . . though the wages they earn are usually minimal: More than half the ABE students recently surveyed reported annual incomes below the $3,000 poverty line.

They come to ABE classes on referral from public health workers, from school officials, from State and county welfare departments, from employment offices. They come because social workers suggest it or because they hear about the program from a friend. They come because they need help.

A New Start

—Luther, 44-year-old sharecropper; wife and seven children; able to print his name but unable to read; can add and subtract simple figures; frequently out of work.

—Billy, 22 years old; right hand severely crippled as a result of a gun accident; wife and child; history of unemployment.

—Harley, 36; dropout in the ninth grade when an accident took the sight of his right eye; seasonal work in cotton gins; needs welfare assistance to support five dependents.

These men were among the 455,730 persons who enrolled in ABE courses across the Nation during the 1967-68 school year. Like many others, they discovered that ABE instruction could help them get higher paying jobs, enabling them to get off welfare and begin supporting themselves and their families. They were among the hundreds who went from basic education to vocational training and high school equivalency, whose advance in self-esteem and confidence led them to join community-improvement organizations, read newspapers and magazines for the first time, learn about the possibilities of participation in the democratic process, and register to vote.

Luther, Billy, and Harley—and more than a million Americans served by Adult Basic Education since the program began—are proving that the cycle of poverty can be broken by the proper educational intervention. The job is not easy, since more than a million school dropouts swell the ranks of the Educationally Deprived Population every year.

But there has been important progress. The South Carolina General Assembly estimates that the State receives about five

dollars in increased productivity each year in return for a single dollar invested in ABE. And a report prepared for the Office of Education states:

"Using the single criterion of income increase, the potential benefits of the ABE program are about four times the annual costs. The potential benefits are truly exciting when any sort of estimate is made of the huge payoffs to the community from the other factors which have not been quantified or considered in this estimate of benefits."

"Other benefits" of ABE can be almost anything a man or woman takes away from an educational experience. It is difficult to quantify pride, self-esteem, or confidence. It is impossible to measure the joy and satisfaction that comes to a mind at long last awakened.

Whether measurable or not, these other benefits of Adult Basic Education are as real and lasting as the economic advantages of the program; to the students who have long been denied the pleasures that stem from education, these intangibles can be far more precious.

For Further Information Write To:

Adult Basic Education Branch
Division of Adult Education Programs
U.S. Office of Education
Regional Office Building
7th & D Streets, S.W.
Washington, D.C. 20202

COMMUNITY SERVICE AND CONTINUING EDUCATION

As society's principal custodian, creator, and disseminator of wisdom, the university cannot limit itself to instructing youth or dealing in cloistered isolation with abstract areas of knowledge. The university must enlarge the powers of the community, as well as those of the individual student. It must help citizens to find solutions to painfully real human problems, as well as develop knowledge contributing to theory.

The American university—indeed, all our institutions of higher education that have the capacity—must become deeply involved with all aspects of America: its choked cities and polluted rivers, its sprawling suburbs and declining downtown centers, its staggering problems of the present and special promise for the future.

The university must, in sum, extend its service beyond the campus to become a community resource, generating the intellectual power that is as necessary to our social processes as electricity is to our machines.

Program for Partnership

The Community Service and Continuing Education program—title I of the Higher Education Act of 1965—is designed to strengthen the university's commitment to its community by linking the two in working partnership—one analyzing and proposing, the other perfecting in practice the suggested solutions. Though the program is intended to help meet the needs of the entire American people, urban, rural, and suburban, it places a particular stress on bringing the skills and knowledge of higher educational institutions within the economic and geographic reach of the vast populations of our troubled cities. This new partnership of town and gown seeks to improve the quality of urban life, in much the same way that university talent helped solve the problems of rural America since Congress began agricultural extension service more than 50 years ago.

Program Administration

Community Service and Continuing Education is operated through the States, so that each can tailor its program to its own

needs. The State picks an existing agency or institution to carry out the program (such as the Board of Regents of the State University of New York) or creates a new one (such as the Louisiana Commission on Extension and Continuing Education). The agency submits a statewide, coordinated plan to the Office of Education, then reviews and approves proposals from colleges and universities within the guidelines of that plan.

Federal funds allocated under title I are distributed among the States on the basis of $100,000 per State plus additional funds allocated on the basis of population. In fiscal year 1969, for example, Alaska received the smallest share among the States, $105,733, and California the largest, $506,000. The Federal share is up to two-thirds the cost of each State's program; institutions offering the programs provide the balance. No Federal money can be used to replace State, local, college, or university funds already in use for continuing education.

Programs in Operation

Projects have been launched in every area of the country, engaging more than 400 institutions of higher education in solving community problems within their geographic regions, and sharpening the skills of thousands of persons in positions to benefit their cities and towns.

Classes, lectures, demonstrations, and other techniques have been organized by many of the Nation's most renowned universities —UCLA (economic development in Northern California counties); Johns Hopkins (housing in the Homewood section of Baltimore); Rutgers (urban information referral center); and Ohio State (money management seminar for the disadvantaged)—and by some of the smallest and least known colleges, Cheyney, Pa. State College (workshops in community problems), for example.

Wherever the project is carried on and whatever the nature of the discussion, the objective is the same: to look at and listen to the needs of the community and then determine how college or university resources—facilities, faculty, research results—can best be used to answer those needs. The answers are varied:

—In New York City, Hunter College trained citizens to help plan and operate the Model Cities program.

—Arkansas A.M. & N. College, Pine Bluff, and three other colleges in the State formed an information service to advise dis-

advantaged citizens of educational opportunities available to them through Federal, State, and local programs.

—University of Hawaii provided a Community Involvement Center model to increase citizen awareness of problems and the capacity within the community to develop effective solutions to them.

—City University of New York trained city building inspectors to deal with slum housing conditions.

—Harvard Medical School in Cambridge, Massachusetts, established a program to enable lawyers to study the relationship between legal problems and mental health.

These are just a few examples of the Community Service and Continuing Education program, a Federal effort to improve our national life by strengthening the capacity of our colleges and universities in community affairs.

For Further Information Write To:

Community Service and Continuing Education Branch
Division of Adult Education Programs
U.S. Office of Education
Regional Office Building
7th & D Streets, S.W.
Washington, D.C. 20202

CIVIL DEFENSE ADULT EDUCATION

Education in civil defense is the least expensive, most practical way of saving millions of Americans from death, should the country be attacked with nuclear weapons. It also offers instruction that can save lives and property from the effects of natural disasters such as earthquakes, hurricanes and floods. It is free to all who wish it, and is offered in every State and Territory of the United States, the District of Columbia, and Puerto Rico.

It is both pointless and dangerous to try masking the terrible threat of modern weapons of warfare, for our national survival may depend on a realistic appraisal of that threat by a large proportion of our citizens. The Civil Defense Adult Education teachers' manual offers a graphic comparison between the conventional bombs of World War II and the atomic weapon used against Japan in 1945 by the United States:

HAMBURG, GERMANY:
8 days bombing
8,800 tons of high explosives and incendiaries
6,400 acres burned and blasted
60,000 killed

HIROSHIMA, JAPAN:
1 plane
1 bomb
70,000 killed

By today's standards, the Hiroshima bomb was small.

Knowledge is Protection

Despite the destructive power of nuclear bombs and missiles, and the inescapable damage that an enemy attack using such weapons would inflict, loss of life can be limited if the civilian population has a basic understanding of the possible effects of nuclear radiation and of protective measures that can be taken. These include knowing the location of a fallout shelter, where medical aid and food can be obtained, when it is safe to leave the shelter, and what conditions would be like after an attack.

If the United States were attacked today, however, only about one percent of the Nation's 200 million citizens would know what

steps to take for survival. These are the persons who have completed the Civil Defense Adult Education course in Personal and Family Survival since the program began in 1959.

A State-Administered Program

Civil Defense Adult Education is a joint Federal-State enterprise entirely financed by the Federal Government. It is administered by the Office of Education for the Department of Defense's Office of Civil Defense. State departments of education review applications from local communities and submit statewide plans to the Office of Education. The program provides for three separate courses, plus a program of advice and guidance to local school systems.

1. *Personal and Family Survival:* This 12-hour course prepares adults to cope with situations that might occur before, during, and after a nuclear attack or natural disaster. It stresses the principles and programs of civil defense in both personal and community survival planning, particularly the local planning which would be necessary following a nuclear attack.

Some of the subjects studied in this course are warning and communication, modern weapons and radioactive fallout, community shelters, home shelters, individual and family preparedness, shelter living, emergence from shelters, and rehabilitation and survival on the farm.

Most enrollees in the Personal and Family Survival course have been private citizens and high school students; in addition, the course has been widely offered to college students and military personnel (including entire National Guard units) and has been presented on television in a number of States.

2. *Shelter Management Training:* This is a 16-hour course of instruction for those assigned by a local Civil Defense director to a specific job in a public fallout shelter. Lessons cover the duties of shelter maintenance staffs, handing people in emergencies, caring for sick and injured, and other problems connected with prolonged shelter stay.

3. *Radiological Monitoring (RAMONT):* This is a 16-hour course for CD volunteers assigned to fallout shelters or fixed monitoring stations. Trainees are taught to measure radiation, plot fallout conditions, and forecast radiation hazards for specific areas.

Advice and Guidance

A final aspect of CD activity is the sponsorship of conferences and workshops for school administrators. The purpose of these is to explain civil defense education, to urge its inclusion in the curriculum, and to indicate measures that school officials can take to minimize damage and injury in emergencies. State CD staffs also help school officials to designs fallout shelters for schools and to prepare disaster plans.

All CDE programs are operated in the States under the direction of the Chief State school officer or (in five cases) a university; both arrangements operate under contract with the Office of Education and in close liaison with the Office of Civil Defense.

The Office of Education arranges contracts with the States, helps train State civil defense employees, works with the Office of Civil Defense to prepare and distribute instructional materials, assists the States in carrying out their programs and evaluating results, and works closely with the Office of Civil Defense to ensure the compatibility of local programs with national CD objectives.

Apart from its direct value to communities in reducing damage and loss of life from warfare or natural disasters, CD education also offers a "fall-out" benefit: it develops a cadre of volunteers skilled in organizing a community's self-help resources in *any* emergency. While never replacing regular municipal officials, CD volunteers have been able to assist Mayors and Governors restore order in a number of instances (such as riots) when normal governmental procedures were disrupted.

Whether viewed as protection against war or nature, Civil Defense Education is one of the best investments a community and its citizens can make.

For Further Information Write To:

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7th & D Streets, S.W.
Washington, D.C. 20202

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